IMPLEMENTATION OF RTE ACT,2009 IN THE SCHOOLS OF MATHURA DISTRICT : INTERVENTIONS AND CHALLENGES AT ELEMENTARY STAGE

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1.0.0 INTRODUCTION

In our national perception, education is essentially for all … Education has an acculturating role. It refines sensitivities and perceptions that contribute to national cohesion, a scientific temper and independence of mind and spirit — thus furthering the goals of socialism, Secularism and democracy enshrined in our Constitution. The positive role of Universal Elementary Education (UEE) in strengthening the socio-economic base of a nation cannot be over-emphasized. Recognizing the importance of it, the original Article 45 in the Directive Principles of State Policy in the Constitution mandated the State to endeavour to provide free and compulsory education to all children up to age 14 within a period of 10 years. The National Policy on Education (NPE), 1986/92, states via the 86th Constitutional Amendment, a new Article 21A was added in Part I of the Constitution of India to make free and compulsory elementary education a fundamental right for children. The Right of Children to Free and Compulsory Education (or RTE) came into force in India with effect from1 April 2010 (GoI 2009) .As a follow up to the NPE, a number of programmes were initiated in India with a view to achieving UEE. These efforts were intensified in the 1980s and 1990s through several interventions such as Operation Blackboard (OBB), the Shiksha Karmi Project (SKP), the Andhra Pradesh Primary Education Project (APPEP), the Bihar Education Project (BEP),the UP Basic Education Project (UPBEP), Mahila Samakhya (MS), the Lok Jumbish Project (LJP), and Teacher Education, which put in place a decentralized system of teacher support through District Institutes of Education and Training (DIETs) and the District Primary Education Programme (DPEP). The latest is the SSA, a centrally-sponsored scheme implemented in partnership with state governments for the UEE across the country.Sarva Shiksha Abhiyan (SSA) is the government's flagship programme to provide universal access to elementary education for children 6-14 years old. Due to these initiatives, over the years there has been significant spatial and numerical expansion of elementary schools in the country. Today, access and enrolment at the Primary stages of education have reached very close to universal levels. The scheme aims to improve enrolment, retention, and the quality of education to enable children to achieve grade appropriate levels of learning. The number of out-of-school children at the elementary level has reduced significantly. The gender gap in elementary education has narrowed and the percentage of enrolled children belonging to scheduled castes and tribes has increased successively. Despite this, the goal of universal Elementary education is yet to be achieved in the country. There remains the unfinished agenda of universal education at the upper primary stage. The number of children —particularly those from disadvantaged groups and weaker sections — who drop out of

school before completing upper primary education remains high. The quality of learning achievement is not always entirely satisfactory even in the case of children who complete elementary education. With a view to address these issues, the RTE has been introduced to directly counter the problems of illiteracy, poor quality infrastructure and learning level in the elementary education sector. However, the road to the RTE Act has not been easy. The exercise of consulting all stakeholders including the states and taking them on board has been time-consuming. The main provisions in the RTE Act include the responsibilities of appropriate government and local authorities towards establishing neighbourhood schools; sharing of financial and other responsibilities between the central and state governments; prohibition of capitation fee and screening procedure for admission; prohibition of detention,
expulsion and corporal punishment; specification of norms and standards for schools including those related to the infrastructure and teachers; laying down of teacher qualifications and their duties; prohibition of deployment of teachers for non-educational purposes; and ensuring that curriculum and evaluation is in accordance with the Constitution of India and as per child-centered principles and values. Children with disabilities and those belonging to minority communities are also covered under the Act. As per the RTE Act, 2009, every child has the right to full-time elementary education of satisfactory and equitable quality in a formal school that satisfies certain essential norms and standards. The need to address inadequacies in retention, residual access, particularly of un-reached children, and the questions of quality are the most compelling reasons for the addition of Article 21A in the Constitution of India.

Under the RTE, 'free education' has been defined, and it states that no child, other than one who has been admitted by his or her parents to a school which is not supported by the appropriate government, shall be liable to pay any kind of fee or charges or expenses which may prevent him or her from pursuing and completing elementary education. 'Compulsory education' casts an obligation on the appropriate government and local authorities to provide and ensure admission, attendance and completion of elementary education by all children in the age group of 6–14 years. With this, India has moved forward to a rights-based framework under the RTE Act that casts a legal obligation on the central and state governments to implement this fundamental right. The roadmap for universalizing elementary education is derived from the definite timeframes mandated in the RTE Act; it prescribes a timeframe of three years for the establishment of neighbourhood schools, provision of school infrastructure with an all-weather building and basic facilities, and provision of teachers as per prescribed Pupil–Teacher Ratio (PTR) (30:1). Further, the RTE Act stipulates that all untrained teachers in the system must be trained within a period of

five years from the date of enforcement of the Act. The rest of the provisions are required to be implemented with immediate effect.

After enacting the RTE Act, 2009, the state governments have taken steps for implementing the same. All state and union territory governments have issued the RTE Rules, or adopted the Central RTE Rules, except for Goa and Karnataka, which are yet to notify the state RTE rules. Several states have issued instructions/notifications for

(a) Banning capitation fees, corporal punishment, detention and expulsion, and private tuition by school teachers.

(b) Specifying working days/instructional hours; and *(c)* constituting the SCPCR or Right to Education Protection Authority (REPA). The central government has also taken several steps for implementation of the RTE Act. The National Council for Teacher Education (NCTE) and the NCERT has been notified as the academic authorities under Sections 23(1) and 29(1) of the RTE Act respectively. The NAC has been constituted under Section 33(1) of the Act. The NCTE has laid down the minimum qualifications for a person to be eligible for appointment as a teacher in schools. The main challenges under the RTE Act include bringing out-of-school children into the schools, filling up the large vacancy of teacher posts, training of untrained teachers, and adherence by schools to the norms and standards specified in the Schedule of the RTE Act. The central government, along with the state governments, is taking several steps for addressing these issues, including resource allocation for meeting the infrastructural and manpower gaps as per the revised SSA norms.

RTE Act has been implemented in U.P in 2010 and schools of U.P have to fulfill the norms and standards up to end of the year 2013.Therefore, it is necessary to study that to what extent the schools comply with the given norms and standards as specified in RTE Act. What interventions have been made in the school practices and programs and what are the challenges before the implementation of the Act.

Table showing the Norms & standards for the schools which are already mentioned in the RTE Act, 2009 on the next page-

RTE Implementation Road Map

Derived from time frames mandated by RTE Act 2009

Establishment of neighborhood schools	3 years
Provision of school infrastructure -all weather school buildings -one classroom-one-teacher -head teacher cum office room, library -toilets, drinking water, kitchen sheds -Barrier free access -playground, fencing, boundary walls	3 years
Provision of teachers as per prescribed PTR	3 years
Training of untrained teachers	5 years
Quality interventions and other provisions	With immediate effect

1.1.0 EMERGENCE OF THE PROBLEM

Present problem emerged from the study of some research reports like- a study was conducted by the ASER (Annual Status of Education Report) by PRATHAM .The ASER survey is carried out each year between September and November. In 2010, 14240 government schools were visited. In 2011, 14283 government schools were visited. PRATHAM has released its Annual Status of Education Report, 2012. It is based on a survey of 16,000 schools across the country and shows the dismal state of education in government schools. Some of the highlights of this report are: Levels of reading and math at every level were not only poor, but declining in many States. Learning levels in government schools are declining and private school enrolment is rising at almost 10 per cent per year, or about 3 percentage points per year.29.8 % of India's children in Std I-V attended private schools in 2010-11. It is safe to assume that in 2012, about 35% or more of India's primary school children (urban + rural) attend private schools and this number is likely to go up to 50% by the year 2020.About a quarter of all students in elementary grades (Class I-VIII) across rural India go to

paid private tutors. In 2010, seven out of 10 students enrolled in Class V were able to solve simple 2 digit subtraction problems. This declined to six out of ten in 2011 and five out of ten in 2012. As per the Annual Status of Education Report (ASER) 2012, 96.5% of all rural children between the ages of 6-14 were enrolled in school. There are many startling facts in this report. Another study was conducted by the Dr. Saroj Vyas (2013) in the national capital schools, Delhi entitled, "A study on the awareness among the elementary school teachers in the national capital region on the Right to Free and Compulsory Education Act, 2009".The study was conducted to explore the awareness on RTE (Right to Education) Act, 2009 among elementary school teachers in the National Capital region. The study has brought out that the level of awareness among teachers included in this study is not up to mark, even after more than one year of implementation of this Act. Major findings of the study reveal that government teachers are comparatively more aware as compared to non-government teachers. By concerning the various aspects of ASER Committee, Dr. Rambir Sharma & Mrs. Rita Saini conduct a study entitled "Implementation of RTE Act, 2009 in Rural India. This paper highlights the impact of RTE Act, 2009 in rural India according to ASER 2011.The findings are part of the much-awaited Annual Status of Education Report (ASER) 2011 released by Ministry of Human Resource Development of India. Private school enrolment rising; reading and arithmetic abilities declining 1 in 5 primary graders in rural India seeking tuitions; 1 in 4 attending private school. Reading ability: Percentage of Class V student who can read Class II text down from 53.7 in 2010 to 48.2 in 2011. Subtraction Ability: Class III students who can do subtraction down from 36.3% in2010 to 29.9% in 2011.Children's attendance declines from 73.7% in 2007 to 70.9% in 2011.Some other studies were also taken place in such area like - Right to Education and Right to Educate: A Study of the Impact of Right to Education Act on Unrecognized Schools in Delhi (2010) by Sonjuhi Singh. This study examines the status of unrecognized schools post the Right of Children to Free and Compulsory Education Act, 2009.The RTE Act states that every school has to meet the recognition criteria under the new norms of the RTE Schedule within three years, otherwise they would face closure. Field visits were conducted in recognized and unrecognized schools in Shahadara to gather information about which of State norms and RTE norms could not be met. The act was enforced with the purpose of enhancing quality and accessibility of elementary education but findings reveals that the quality of elementary education has gown down drastically. Most of the studies on RTE Act, 2009 are concerned with implementation status, awareness about the RTE Act and impact of RTE Act. There is a gap in research in this area that is, has the RTE Act been implemented effectively? What are the factors which

facilitate the implementation of this Act? Thus, there is a need to study the effect of implementation of RTE on the schools and what are the challenges before implementation of RTE Act. Keeping in view the above points, the present work has been taken up for the research. This research will be helpful in answering the following research questions such as-

RESEARCH QUESTIONS

1. What is the status of implementation of the RTE Act in government schools of Mathura district?
2. What changes have been brought into the procedure and processes of elementary schools after the introduction of the Act and how?
3. What are the major problems faced by schools and the government in its implementation?
4. What procedure is adopted for admitting first timers in an age appropriate class? What strategies are adopted by the school to bring them academically closer to the level of the class?
5. How are teachers trained for implementing the RTE Act?
6. How many sampled schools have dully constituted SMCs? Are they fully functional?
7. What are the problems faced by teachers in the implementation of the mandate of RTE Act?
8. What are the interventions introduced to fulfill the mandate of RTE Act?
9. How are students evaluated in scholastic and co scholastic domains?
10. What are the shortcomings in the implementation of the Act? What strategies could be adopted for overcoming them?

1.2.0 JUSTIFICATION OF THE STUDY

RTE Act, 2009 consists of variety of provisions including opening of schools, school building and minimum norms and standards, duties and responsibilities of school teachers & principals, local authorities, school management committee, state and central governments, protection of rights of a child etc. Being education becoming a fundamental right school should follow the provisions of RTE Act, 2009 to achieve the goals of this Act. RTE Act has been enforced with the purpose of ensuring that every child of age 6-14 years must get quality elementary education .All have equal right to receive elementary education irrespective of their class, caste, gender etc. Present study will find out those interventions which have been made after implementation of the Act. In the procedure and process of the elementary schools and what are the challenges faced by the teachers, principals and local authorities in implementing the provisions of RTE Act. This

type of research is needed to give appropriate feedback to the concerned authorities .so that they may review their implementation strategies and can make the implementation of the act more effective and result oriented.

1.3.0 STATEMENT OF THE PROBLEM

"Implementation of RTE Act 2009 in the Schools of Mathura District: Interventions and Challenges at Elementary Stage".

OPERATIONAL DEFINITION OF THE TERMS

RIGHT TO EDUCATION

According to the International Covenant on Economic, Social and Cultural Rights (1976), the right to education includes the right to free, compulsory primary education for all.

In the present study the right to education includes a responsibility to provide basic education for individuals who have not completed elementary education. In addition to these access to education provisions, the right to education encompasses the obligation to rule out discrimination at all levels of the educational system, to set minimum standards and to improve quality of elementary education.

RIGHT TO EDUCATION ACT, 2009

The Right to Free and Compulsory Education Act passed by the Indian Parliament on 26th August 2009 and Published in Gazette on 27th August,2009 by the Government of India.

Elementary stage

Elementary stage of education refers to the schooling at primary and upper primary stage.

An elementary school is an institution where children receive the first stage of academic learning known as elementary or primary education. In present study Elementary schools includes both primary and upper primary schools.

In India, elementary schools provide education from Class 1st to Class 8th. The children in these classes are generally aged between 6 to 14 years. It is the next stage after pre-primary (Pre-Nursery, Nursery, Prep or Lower Kindergarten and Upper Kindergarten).

GOVERNMENT SCHOOLS

Government schools are those which are established & administered by the Central, State or Local Government and they rely on government funding for their financial needs. In present study, government school means a state government recognized school which is established and controlled by the State Government of Uttar Pradesh.

INTERVENTION

Intervention comes from the Latin *intervenire,* meaning "to come between, interrupt." Often an intervention is intended to make things better, like the government's intervention to give food and aid to victims after the earthquake. An *intervention* is the act of inserting one thing between others. In the present research intervention means putting some efforts by the government or other stake holders to implement the RTE Act effectively in the elementary schools.

CHALLENGES

A challenge is a general term referring to things that are imbued with a sense of difficulty.

In the present research challenges means the problems and difficulties, perceived by stake holders of elementary education, in implementation of the RTE Act 2009.

1.4.0 OBJECTIVES OF THE STUDY

1. To find out the changes in the physical resources of government elementary schools after the implementation of RTE Act, 2009 like school building, teaching learning equipments & library facilities.

2.To find out the changes in the human resources of government elementary schools after the implementation of RTE Act, 2009 like no. of teachers, instructors, headmasters, pupil teacher ratio, students & helpers.

3. To find out the role of school management committee of government elementary schools after the implementation of RTE Act, 2009 like framing of school development plan, monitor the grants & monitoring the working of the schools.

4.To find out the changes in the school procedure & practices of government elementary schools after the implementation of RTE Act, 2009 like screening procedure, admission in school, school fee & promotion/evaluation, reservation for weaker sections and economically disadvantaged groups.

5. To find out the performance of appropriate government in relation to elementary schools after the implementation of RTE Act, 2009 like establishing of new schools, provision regarding training facilities & the efforts made to improve the quality of elementary education by the appropriate government.

6. To find out the changes in the academic achievement of student of class 5^{th} and class 8^{th} of government elementary schools after the implementation of RTE Act, 2009.

7. To identify challenges faced by schools in implementation of the RTE Act.

8. To identify the remedies to overcome the challenges in implementation of the RTE Act.

9. To compare the characteristics of schools in which RTE Act has been implemented or not implemented effectively.

1.5.0 DELIMITATIONS OF THE STUDY

a) The study will be delimited to Mathura District only.
b) The study will be delimited to Elementary schools i.e. Primary and Upper Primary schools of Mathura District only.
c) The study will be delimited to government schools run by the State Govt. of Uttar Pradesh.
d) The study will be delimited to students of class 5^{th} and 8^{th} standard.

1.6.0 METHOD OF THE STUDY

Research Design

The study lies in the domain of descriptive research and the data shall be collected using the survey method.

1.7.0 DATA COLLECTION TOOLS

For the purpose of collection of data, researcher will use the following self made information schedules, questionnaires and achievement tests -

a) Information schedule for schools.
b) Questionnaire for the school Principals.
c) Questionnaire for the school Teachers.
d) Questionnaire for In-charge/ Member of school management committee.
e) Questionnaire for Local Authority.
f) General Achievement test for students of the class $5^{th.}$
g) General Achievement test for students of the class 8^{th}.

Information schedule for schools will be developed to find out the past and present status of infrastructure and human resources. (Primary & Secondary Source)

Questionnaire and Interview Schedules for teachers and administrators and students, SMC Members will be prepared in Hindi language.(Primary Source)

Records of Achievement of students of class 5th and 8th standard over the years to gauge changes in academic achievement. (Secondary Source)

Self made achievement tests will be prepared to measure the present status of academic achievement of students of class 5th and 8th. (Primary Source)

Aspects to be explored through each tool

While constructing the tools, the data should be taken from the different areas to be explored with the help of the relevant information which will be gathered from the school and different sources.

Tools of the study	Areas to be measured or to explored
1.Information Schedule for schools	Physical & human resources school building, teaching learning equipments & library facilities, drinking facility & toilet facility etc.
2.Questionnaire for the School Principals	School procedure & practices like screening procedure, admission in school, school fee & promotion/evaluation, reservation for weaker sections and economically disadvantaged groups. No. of teachers, instructors, headmasters, pupil teacher ratio, students & helpers etc.
3. Questionnaire for the School Teachers.	No. of teachers, instructors, headmasters, pupil teacher ratio, students, working hours ,teachers salary, other staff facilities etc.
4. Questionnaire for In-charge/ Member of School Management Committee.	Performance of school management committee school like Framing of school development plan, monitor the grants, monitoring the working of the schools etc.
5. Questionnaire for Local	Performance of appropriate govt. like establishing of new

Authority.	schools, provision regarding training facilities & efforts made to improve the quality of elementary education etc.
6. General Achievement Test for Students of the Class 5th.	Academic achievement of students of class 5th
7. General Achievement Test for Students of the Class 8th.	Academic achievement of students of class 8th standard.

In order to achieve objectives the below given aspects of RTE Act, 2009 have been identified. Data will be collected for entry point (2010) and present .so that the interventions during the period can be studied

Evaluation of the objectives on the basis of provisions given under RTE Act, 2009

Aspects to be covered or measured	Source of Entry point data (2010)	Source of Present data
1.Physical resources	School records, Principal, Teachers, senior students, SMC Members	Observation, school records, Principal, Teachers, SMC Members
2.Human resources	School records, Principal, Teachers, senior students, SMC Members	School records, Principal, Teachers, SMC Members
3.Performance of school management committee	SMC Members, Principal, Teachers,	SMC Members, Principal, Teachers,
4.school procedure & practices	Principal, Teachers, students	Principal, Teachers, students
5.Performance of	Local authority, Principal	Local authority, Principal,

appropriate govt.		
6.Academic achievement of students	School records	School records, achievement test for class 5th & class 8th
7.Challenges	-	Principals, Teachers, Local authorities
8.Remedies	-	Principals, Teachers, Local authorities

The above aspects will be evaluated in the light of certain provisions which were laid down in the RTE Act, 2009.such as-

1) Provision regarding Right of children's to Free & Compulsory education.
2) Provision regarding duties of state Government & Local Authority.
3) Provision regarding duties and responsibilities of Schools & Teachers.
4) Provision regarding responsibilities of Schools Management Committee.
5) Provision regarding framing of Curriculum & completion of Elementary Education.
6) Provision regarding protection of rights of children's.

1.8.0 SAMPLE OF THE STUDY

The researcher will collect information about the educational profile of government elementary schools from Mathura district and literacy status of the district. A representative sample of schools will be drawn through Random Sampling Technique. The respondents will include teachers, administrators, SMC members and students.

Sample of the present study will be selected in the following way-

Table Showing the Sample of the study

1. No. Blocks	**6**
2.No. of school s	**36**
Primary school (3 schools from each blocks) 3×6 = 18	
Junior high school (2 schools from each blocks) 2×6= 12	
3. No. of teachers	**80**
Primary school (4 Teachers from each school) 4×18= 32	
Junior high school (8 Teachers from each school) 8×6=48	
4. No. of head masters/principals	**30**
Primary school (1 head masters from schools) 1×18=18	
Junior high school (1 head masters from schools) 1×12=12	
5. No. of SMC member	**60**
Primary school (2 members from each schools) 2×18=36	
Junior high school (2 members from each schools) 2×12=24	
6. No. of Students	**690**
P.S-(class 5^{th}) (15 students from each schools) 15 ×18=270	
J.H.S (class 8th) (30 students from each schools) 30 ×12=420	

1.8.1 SAMPLING PROCEDURE

Under the present study following sampling procedure will be used:

Selection of the District - Purposive sampling will be used

Selection of the Blocks - Random sampling will be used

Selection of the schools - Random sampling will be used

Selection of the Principals and Teachers - Random sampling will be used

Selection of Members of School Management Committee - Random sampling will be used

Under the present study, Mathura district will be selected for the purpose of collecting the data through purposive sampling method. The main reason behind selecting Mathura district is that the researcher is familiar with the culture and the locality. The researcher itself a part of that locality .so, for him as a citizen of the country and as a resident it's his duty to find out the major problems why the education is not imparted or reaches at the door of each and every child. Or if it reaches then what are the main gaps and what are challenges faced by the students. So, to find out the answer of these questions the researcher has selected his locality for his research study. It will provide a support for his research work and help in doing his work more effectively efficiently.. Students of class 5^{th} and class 8^{th} will be selected because these are the senior most and final year students of primary/ elementary school. Then, after selecting the different areas to be needed, the further process will be done by the researcher by collecting the data with the help of self made tools which will be prepared on the basis of different provisions laid down in the RTE Act, 2009.then after it, the data will be analysis or we can say that the result should be incorporated on the basis of it.

1.9.0 SIGNIFICANCE OF THE STUDY

Right to Education Act, 2009 has been implemented with the objectives of making elementary education as a fundamental right of the children aged 6 to 14 years. Every child has a right to get free & compulsory equality elementary education with in his access. RTE Act has made different provisions to ensure the quality and access of elementary education. Elementary education is provided through government and private schools. Privatization in school system is increasing in Indian education system due to different reasons. Private and government both type of schools are abiding by the provisions of RTE Act 2009. Present study covers both types of elementary schools. Significance of the study has been explained in following points.

1) Study will be helpful for the state in the following ways.

- Knowing the status of implementation of RTE Act.
- Reviewing the policies about effective implementation of RTE Act.
- Providing infrastructure, human & material resources to government schools.
- To plan and organize relevant training and orientation programmers' about RTE Act 2009 for teachers.
- Reviewing modalities to implement RTE Act.

2) Study will be helpful for teachers and school principals in the following ways

- To identify the strengths & weakness of RTE Act in implementation.
- To revise their schools procedure & practices in the light of provision of RTE Act.

3) Study will be helpful for local authorities in the following ways.

- Knowing the status of implementation of RTE Act in the government elementary schools of their area
- To revise the school procedure & practices in the light of provision of RTE Act.
- Planning effectively for implementation of RTE Act.

4) Study will be helpful for school management committee in developing, implementing, monitoring the school development programmees in the light of provisions of RTE Act.

5) RTE Act implementation modalities may be revised as per the results of this study.

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